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Seasons Greetings



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As the Minister responsible for the Emergency Measures Organization and the coordination of Civil Defence activities in their many forms, I send Christmas and New Year's greetings to all those who are working on Civil Defence throughout Canada.

At this season, even more than usually, our fervent hope and most vital endeavour is peace for all mankind assured by general disarmament and a mutual confidence that all nations will resolve their differences without resort to force.

However, until then, one of our most vital means of ensuring peace is by being prepared to defend ourselves and including preparations to meet situations at home which war would bring for all of us.

Such preparations, to alleviate injury and hardship that war, or civil disaster, may bring to our fellow-men, are a worthy expression of the Christian spirit and on behalf of the Government and the people of Canada, I thank each of you for your contribution to Civil Defence.

Once more extending sincere Holiday greetings and good wishes.

Prime Minister.

Ottawa,
1959.

STATEMENT BY THE GOVERNMENT OF CANADA ON POLICY
CONCERNING EVACUATION AND SHELTERS FOR CIVIL
DEFENCE PURPOSES

Should a war occur, attacks on Canada by large nuclear weapons would be expected. Major Canadian cities might be selected as targets, although what priority cities would receive in comparison with other targets is conjectural at best. Furthermore, there would be an equally serious risk from attacking bombers being shot down over Canada with their bombs set to explode, or from missiles going astray from their targets.

Additional to the damage done in this way, there would be a widespread danger from radioactive fallout which would render it unsafe to be in some areas without substantial protection, or to be out-of-doors for more than very brief periods.

Although it is expected that in times of anticipated peril, many people will wish to leave the cities which are considered to be the more likely targets to take refuge in other less dangerous parts of the country, the Government considers that Canadians should not be compulsorily required to leave their homes for the result might well be that in avoiding one danger other risks would thereby be incurred.

At the same time we believe that proper provision should be made so that people desiring to leave the more likely target areas can do so, excepting of course that persons in certain classes of occupations must be asked to remain at their posts to safeguard essential utilities and services.

It is generally expected that in the event of attacks by bombers there would be sufficient warning time to allow many people to leave, if efficient traffic arrangements are planned in advance. On the other hand, when missiles are used, warning time will be reduced to a few minutes.

While as stated the Government does not propose to adopt a policy of compulsory evacuation of target areas on the outbreak of war, preparations should be made to enable those who wish to move to do so in an orderly manner so as to avoid confusion and keep panic to a minimum.

While shelters would be of considerable help in saving lives, to achieve a substantial amount of protection against a nuclear explosion itself would require a type of shelter that would be very costly. The Government is studying what might be achieved by anti-blast shelters in target areas, their cost, and how that cost might fairly be distributed. Complete protection cannot be achieved at any cost close to the explosion itself, as anti-blast shelters could not possibly be built in every area where a bomb or missile might fall. The Government does not intend to reach a decision to build this type of shelter which in any event would provide a limited degree of protection until it is possible to assess its usefulness and cost.

It seems clear that substantial protection from radioactive fallout can be secured by individual households at reasonable cost. Relatively simple family refuges or shelters can be built in the basements of existing buildings for two or three hundred dollars. The Government will at an early date publish a pamphlet giving detailed suggestions for those wishing to provide this kind of protection for their families. Somewhat more costly backyard shelters can be built in homes without basements, but further study is required before a suitable type can be recommended to the public.

The provision of shelters against fallout for larger than family groups appears to be desirable and to this end the Dominion Government has proposed that the federal, provincial and municipal authorities jointly carry out surveys of existing large buildings to ascertain what protection they could afford.

While the foregoing represents its views, the Government intends to keep these problems under constant examination and to revise plans in this field from time to time as circumstances and events may make necessary.

EMERGENCY HEALTH SERVICES

Last March, the Prime Minister made a statement in the House of Commons announcing plans to re-organize and re-assign responsibilities in the fields of civil defence and emergency planning. Subsequently, an Order-in-Council was issued in May 1959, in which the major responsibility for medical, nursing, hospital and public health services was assigned to the provinces.

As outlined in the Order-in-Council, the Department of National Health and Welfare retains the task of giving advice and assistance to provinces, municipalities and others in the development of emergency health services. The Department is also required to participate in emergency planning.

The role of the Department of National Defence, in survival operations in military controlled areas, included medical responsibilities which are at present under study.

Emergency planners and members of the health professions will be interested in the Health Services action which has taken place since these responsibilities were defined.

Until the present, Civil Defence Health Service has been responsible mainly for plans for care of casualties, the assembling of emergency health supplies and hospital disaster plans in the early period after nuclear weapon attack. Now, however, their responsibilities have been extended over a longer time, that is, through the rehabilitation phase. Their work must now include planning for continuation of the functions of federal and provincial governmental health agencies: long-term health-arrangements for the surviving population; similar arrangements for continued hospital care as well as planning assistance for "natural disaster". The name of Civil Defence Health Service is changed to 'Emergency Health Services'.

Following the second Federal Provincial Ministers' Conference, the Provincial Civil Defence Co-ordinators were informed of these several changes. Members of the Dominion Council of Health, which met in Ottawa during the week of October 12th, 1959, were also advised in respect to the extended terms of reference and the nomenclature of this newly established division within the Health Services Directorate.

It was also brought to the attention of the Deputy Ministers present that an Emergency Health Services National Conference was to be held at the Canadian Civil Defence College, Arnprior, Ontario, November 16 to 18, 1959 inclusive. The Deputy Ministers were asked to send senior health representatives to participate in the Conference. It was also suggested at this meeting that there is a continuing requirement for an organization within the provincial health department to do emergency health planning and to develop an operational emergency health service.

Invitations to attend this Conference have also been extended to the various national professional associations and agencies concerned with health matters, The Canadian Forces' Medical Service and the Defence Medical and Dental Services Advisory Board.

An Inter-Departmental Committee on Emergency Health Planning has been established under the chairmanship of an official of the Department of National Health and Welfare. Other members of the Committee include representatives of the Department of National Defence, the Department of Veterans Affairs and the Department of National Health and Welfare. The initial meeting of this group has already taken place.

It has been agreed that the Federal Government will give financial aid to approved provincial civil defence projects on a 75-25% basis. This might well include the development of health organizations and other health projects within a province. The provision of Technical assistance to provinces will be continued.

WELFARE SERVICES

With the recent developments in Civil Defence, there are certain changes in policy and organization which affect future planning and operation of the Welfare Service. These will be briefly explained.

Following Order in Council P.C. 1959-656, the Department of National Health and Welfare has and shall exercise certain powers and duties in assisting the provinces and municipalities in organizing, preparing and operating services to provide:

- (1) Emergency accommodation
- (2) Emergency feeding
- (3) Emergency supplies
- (4) Guidance and assistance for evacuees
which includes Registration and
Inquiry, Emergency Clothing, and
Personal Services.

The provinces and municipalities are responsible for the actual dispensing of the Emergency Welfare Services to the public. The Prime Minister stated this as follows in his statement of March 23rd to the House of Commons:

"The major humanitarian tasks of providing medical and hospital services for the injured and sick, public health measures and emergency billeting and other accommodation for those who must leave their homes, and emergency feeding and other welfare services, should remain, we believe, the direct responsibility of provincial authorities in war as they are in peace, but with increased assistance both financial and technical from the Dominion. This assistance would remain the responsibility of the Department of National Health and Welfare".

Therefore, in the light of new policy and division of responsibility, the task of Welfare is still to provide emergency survival services. This may be broken down into three types of areas as follows:

(1) In Reception Areas Welfare must:

- (a) Still prepare to care for evacuees who will come from Target Areas by voluntary dispersal.
- (b) Receive evacuees from areas of heavy fallout.
- (c) Provide shelter protection for themselves and evacuees, and prepare to survive in shelter.
- (d) Prepare to evacuate if heavy fallout necessitates such action.

(2) In Re-entry Operations

The Army will re-enter stricken areas to save lives, but they will depend on Welfare Services for:

- (a) Clothing after decontamination and where otherwise inadequate.
- (b) Feeding as and when necessary.

(3) In Vulnerable Areas

- (a) The population of probable target areas must be prepared for:
 - (i) Voluntary evacuation prior to attack or for shelter after attack.
 - (ii) Shelter living if there is no evacuation either before or after attack.
- (b) As well there must be a Welfare organization to:
 - (i) Do the Welfare pre-planning for the phase prior to attack.
 - (ii) Be ready to go into action after attack either to support Welfare Services in Reception Areas as planned in the past or with outside assistance to reorganize near the periphery of their damaged city or area and set up the necessary Welfare Centres for evacuees coming out of, or rescued from the area.
 - (iii) Provide Welfare Services necessary for smooth and orderly re-occupation of an area if all or any part of it remains habitable and is to be re-occupied.

Federal assistance to the provinces will be provided by technical and financial means.

Along technical lines, assistance will be given in the following ways:

- (1) Developing general Welfare Emergency Policy.
- (2) Providing guidance for the organization of the five Welfare Services in the provinces.
- (3) Assisting in the preparation of plans for the operation of these Services, ensuring co-ordination across Canada.

- (4) Assisting in welfare training by giving courses at Federal level for key specialists and assisting provinces in organizing and conducting training programs and courses.
- (5) Assisting in the preparation and conduct of welfare exercises.
- (6) Providing welfare training, and welfare public education materials in the form of pamphlets, manuals, training aids, and course precis.
- (7) Assisting in co-ordinating efforts of other Government Departments and agencies insofar as their emergency plans affect Welfare, e.g. Post Office, Health.
- (8) Assisting in co-ordinating welfare plans between Canada and the United States.

Along financial lines there will be:

- (1) Direct assistance to provinces by way of participation in approved Welfare projects to the extent of 75%. This includes assistance in all welfare technical fields.
- (2) Indirect assistance by underwriting total cost of the following projects:
 - (a) Welfare courses at the Canadian Civil Defence College at Arnprior.
 - (b) Educational material produced by the Federal Department of Welfare including freight costs.
 - (c) Training materials and cost of Federal Welfare participation in provincial courses.
 - (d) Research - including surveys, studies, testing, etc.

Although there are responsibilities at all levels of Government, municipal authorities are particularly involved. Only at the local level can people be clothed, receive food and other necessities, without which they will perish. Only the provinces can co-ordinate these efforts, assisted technically and financially by the Federal Government.



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